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ABSTRACT

The feasibility of utilizing Planning, Programming, Budgeting System (PPBS) procedures in library management was explored. A survey of public libraries in Michigan, Indiana, Illinois, and Wisconsin was conducted by questionnaire to identify commonly accepted goals, objectives, and activities. The results of the survey were synthesized with the information produced by a background study in the areas of library objectives and PPBS. It was concluded that (1) the major library objectives reported in the literature are, in fact, the ones recognized by most public libraries, (2) library objectives are extremely difficult to categorize precisely, (3) a structure is needed for the meaningful presentation of goals, objectives, and activities, and (4) the philosophy underlying a PPBS is applicable to library management. As many of the associated techniques as possible should be used, but they should be perceived as information-producing supportive elements for the final human judgement or decision. (Author)

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THE IDENTIFICATION OF COMMON LIBRARY GOALS, OBJECTIVES, AND ACTIVITIES RELATIVE TO A PLANNING, PROGRAMMING, BUDGETING SYSTEM

by
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A Project Report
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THE IDENTIFICATION OF LIBRARY OBJECTIVES RELATIVE TO A PLANNING, PROGRAMMING, BUDGETING SYSTEM

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Western Michigan University, 1970

The purpose of the project was to explore the feasibility of utilizing Planning, Programming, Budgeting System (PPBS) procedures in library management.

A survey of public libraries in Michigan, Indiana, Illinois, and Wisconsin was conducted by questionnaire to identify commonly-accepted goals, objectives, and activities. The results of the survey were synthesized with the information produced by a background study in the areas of library objectives and PPBS.

It was concluded that (1) the major library objectives reported in the literature are, in fact, the ones recognized by most public libraries, (2) library objectives are extremely difficult to categorize precisely, (3) a structure is needed for the meaningful presentation of goals, objectives, and activities, and (4) the philosophy underlying a PPBS is applicable to library management. As many of the associated techniques as possible should be used, but they should be perceived as information-producing supportive elements for the final human judgment or decision.

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I. BACKGROUND FOR THE STUDY

The Problem

There is mounting evidence in the form of legislative directives, federal aid program structure, performance contracting in public education, and recent articles in the popular and professional literature that those agencies supported by the public dollar will soon be required to adopt some form of defensible program or performance budgeting if they are to receive continued (or increased) financial support. The techniques employed in the federal government's Planning, Programming, Budgeting System (PPBS) have gained favorable support from Congress, and the programs presented in that format at budget hearings have fared unusually well.

The Planning, Programming, Budgeting System (PPBS) may be conceived of as a systematic approach to library management utilizing systems analysis and those associated analytic techniques which can be applied to library problems.

It is apparent that those techniques or some adaptations of them will be expected of all agencies, including libraries, competing for the tax dollar. Therefore, the initial steps of program budgeting--the identification and categorization of goals, objectives, and activ-

ities-- must be studied as a basis for the eventual implementation of PPBS in libraries.

The Project

The purpose of this project will be to identify commonly accepted public library goals and objectives in a geographic area small enough to be contemplated in a study of this nature, and to categorize them in such a manner as to aid in their interpretation, defensibility, and measurement.

The original intent of the study was to seek ways of quantifying objectives as a basis for cost-effectiveness analysis, but, on the basis of the background study, it was decided that the quantification of the objectives is of less importance at this point than is the identification and arrangement of the goals, objectives, and activities into some defensible pattern that will allow the application of measurement techniques as they are developed.

In short, it was concluded that we must know what we are to measure before we can successfully devise techniques for its measurement. Thus, a survey of public libraries in Michigan, Indiana, Illinois, and Wisconsin was conducted to provide the basic data for future development of measurement techniques.

Hypothesis

The hypothesis was that the compilation of commonly held objectives and the means for accomplishing them would reveal that (1) some libraries carried on activities that were not guided by objectives, (2) many of the objectives were not attainable through present programs, (3) some libraries would report objectives and activities which would include the information necessary for the writing of measurable objectives, and (4) there would be little agreement as to what the objectives were.

Evolution of PPBS

The background for the study consisted of reading in two distinct areas: (1) public librarianship, with emphasis on goals and objectives; and (2) PPBS, including reading in program budgeting and systems analysis, since those are the management techniques used most extensively in PPBS.[1] This study will attempt to synthesize the main ideas from the two areas for the purpose of exploring PPBS principles in terms of library management.

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[1] Roger H. Jones, "Program Budgeting: Fiscal Facts and Federal Fancy," Quarterly Review of Economics and Business, IX (Summer, 1969), 45-57.

PPBS

There are two separate schools of thought regarding PPBS. One is that, through the utilization of systems analysis and other analytical techniques, the situation under study might be "...reduced to a model (although not necessarily a mathematical model dependent on computerized calculations) for the purpose of coming to the optimum solution."[1] The opposite viewpoint is that some functions simply are not quantifiable[2] or that procedures for quantifying them have not yet been developed, as alleged by Kammerer.[3]

> Defying even more successfully the application of measurement of units of work and unit costs are research activities, regulatory work at the professional level, legal services, planning services, management and direction of any kind of function, and even secretarial work for managers. One may state without fear of contradiction that any assignments of duties which involve a variety of tasks and skills of a non-repetitive nature, differing in complexity, cannot be subjected to work management techniques.

Kammerer goes on to point out that "...routinized, nonintellectual tasks where volume of worker output is a usual yardstick for

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[1] Ibid.

[2] "PPB: Callaghan's Good Deed," The Economist, CCXXXII (July 19, 1969), 21, 23.

[3] Kammerer, Gladys M., Program Budgeting: An Aid to Understanding (Gainesville, Fla.: University of Florida, Public Administration Clearing Service, n.d.), p. 3.

measuring efficiency..."[1] are those which are most readily quantifiable.

Since library tasks are both intellectual and routine, part of the challenge appears to be to determine what tasks and services can be routinized.

This study attempts to maintain an exploratory objectivity, rather than to side with either school of thought on the subject. As many of the essential elements of PPBS as possible have been extracted from the literature. An attempt will be made to apply those elements to librarianship to find out (1) what would be lost or gained by it, (2) whether or not it is possible or feasible to look at libraries in those terms, (3) what some of the difficulties are in attempting to relate PPBS to libraries.

The evolutionary process of PPBS may be summarized as follows. American business began long ago to use comparative evaluative techniques in long-range planning and development. In the 1930's, some departments of government began using program budgeting. The techniques were encouraged by the Hoover Commissions, by the Committee for Economic Development, and most vigorously, by the Defense Department.[2]

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[1]Loc. cit., pp. 23-24.

[2]Committee for Economic Development, Budgeting for National Objectives: Executive and Congressional Roles in Program Planning and Performance (New York: Committee for Economic Development, 1966), p. 34." (Hereinafter referred to as Budgeting for National Objectives.)"

Under McNamara's leadership, the Department of Defense was able "...to identify and define its activities within nine major programs. The programs were defined on the basis of the primary missions to be performed, and each program contained the program elements necessary for goal achievement."[1]

In 1965, President Johnson directed that the PPBS format be adopted by the civilian agencies of the federal government in the preparation of their budget requests.[2] Since that time there has been increasing pressure for local agencies, particularly those receiving some form of federal assistance, to adopt the PPBS format. Progress has been gradual, but certain in various areas of public finance.

Since this study is being conducted in Michigan, the following quotation is appropriate to illustrate the efforts that have been made to implement the PPBS in this state.

> ...significant progress in the implementation of program budgeting has been achieved by the State Budget Director and his staff during the past three years. Included in the 1965-66 Executive Budget were program budgets for two principal departments, the Conservation Department and the Department of State. Based on the favorable results of these two initial departmental presentations along programmatic lines, the Governor has directed that this approach be

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[1]Hartley, Harry J., Educational Planning--Programming--Budgeting (Englewood Cliffs, N.J.: Prentice-Hall, 1968), p. 78.

[2]Schultze, Charles L., The Politics and Economics of Public Spending (Washington, D.C.: The Brookings Institution, 1968), p. ii.

> extended in the development of all agency allotments of 1966-67 appropriations and budget requests for 1967-68. This concept of budgeting places emphasis on providing policy-makers with better criteria for assessing alternative allocations of available resources and giving management a more meaningful basis for evaluating expenditure effectiveness.[1]

What is PPBS?

The most lucid explanation of program budgeting discovered in the literature was that provided by Mosher.[2] He points out that planning and budgeting are not synonymous, and clarifies the point with an example of a man planning a trip. The man projects where, when, and how he will go, the assumption being that he is also considering to some degree where he will raise the funds for the venture. Then he budgets for the trip, that is, he allocates available resources for the accomplishment of his projected goals. To do that, he may have to develop several alternatives, weigh carefully the advantages and disadvantages of each, and choose the best course of action in view of the available alternatives.

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[1]The Governor's Task Force on Expenditure Management: A Summary Report of Its Operations and Recommendations (Lansing, Michigan: May, 1966), p. 6.

[2]Mosher, Frederick C., Program Budgeting: Theory and Practice with Particular Reference to the U. S. Department of the Army (Washington, D.C.: Public Administration Service, 1954), p. 48.

Based upon abundant background reading, it should be stated at this point that the crux of the confusion concerning the PPBS approach appears to be over the degree and kinds of data gathering techniques that are to be utilized in the systems analysis that is done to develop alternatives and to make decisions. Some interpretations of the PPBS approach appear to confuse the supportive techniques with the process; that is, the development of models, various methods of quantitative analysis such as those used in operations research, and simulation techniques involving the use of computers are sometimes considered to be the planning process itself, with the expectation that they will yield obvious decisions. The matter could be greatly simplified if these data-gathering activities were thought of as techniques to aid in making an intelligent choice among various alternatives; the decision remains a human contribution, even if it is arrived at through the manipulation of data by a computer. Thus, the first element of the PPBS approach--planning-- is summarized below by Mosher.[1]

> Planning involves first the conceiving of goals and the development of alternative courses of action to achieve the goals. Second, it involves the reduction of these alternatives from a very large number to a small number and finally to one approved course of action, the program.

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[1] Ibid.

Programming, then, can be perceived as the process of converting the results of the planning, i. e., the development of many possible goals and objectives, into specific objectives for implementation. A well constructed program would go a bit further than merely to outline the best objectives for implementation; it would specify a range of objectives accompanied by expected outcomes of their implementation. Then the budgeting process - the allocation of resources which is frequently done by an agency that is separate from the one which formulated the alternatives - can be accomplished intelligently on the basis of the selection of those objectives which are most crucial to the attainment of the societal goals discussed later in this paper.

The final element of PPBS--system-- is merely the structure within which the planning, programming, and budgeting takes place. Perhaps it would be more accurate, or at least more clear, to state that the system is the process of planning, programming, and budgeting, following the rules described above; the formulation of goals, the development of objectives as complementary subdivisions of those goals, the development of alternative means of meeting those objectives, utilizing the techniques that are most appropriate to the clarification of the problems at hand, and the allocation of resources to those programs which will best contribute to the societal goals.

Library Goals and Objectives

Early in the study it became apparent that greater precision in terminology would be helpful, both in the practical application of a Planning, Programming, Budgeting System (PPBS) to library management and simply for the clarification of the meaning of some of the materials received. In fact, the background study revealed that Wasserman[1] had been sufficiently concerned with the problem to design a Doctoral study "...seeking a way to gain clearer specification of objectives." (His study sought a methodology for the formulation of objectives; this study attempts to identify the goals, objectives, and activities commonly accepted by public libraries.)

To identify the goals and objectives commonly accepted by public libraries, a four state survey was conducted as described in the section of this report entitled "The Study."[2] In compiling the returned data, an immediate observation by the researcher was that there was little consistency in the interpretation of the terms goal, objective, and activity as defined for this project.

The assumption was that the terms had been insufficiently defined

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[1]Paul Wasserman, "Toward a Methodology for the Formulation of Objectives in Public Libraries: An Empirical Analysis" (unpublished Ph.D. dissertation, University of Michigan, Ann Arbor, Michigan, 1960), p. 134.

[2]This descriptive information appears on page 22.

in the explanatory information; however, the purpose of the study was to identify commonly accepted objectives relative to their use in a Planning, Programming, Budgeting System, so it was decided that those objectives appearing in the returned data which did not fit the study's definitions would be accompanied by appropriate comments in the analysis section of the project. The situation revealed the need for a thorough explanation of the terms as used in this study. That explanation follows.

Goals.

Goals are broad, sometimes intangible, societal aspirations. To be a suitable goal, there must be general acceptance that its pursuit is needed or desirable. The following quotation from Shera,[1] though ending on a frustrating note, may help to clarify the relationship of goals to society.

> If future generations can learn anything from an examination of library history, it is that the objectives [termed goals in this study] of the public library are directly dependent upon the objectives [goals] of society itself. The true frame of reference for the library is to be found in its coeval culture. No librarian can see clearly the ends which he should seek when his country is confused about the direction in which it is moving. When a people are certain of

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[1]Shera, Jesse H., Foundations of the Public Library: The Origins of the Public Library Movement in New England, 1629-1855 (Hamden, Conn.: Shoe String Press, 1965), p. 248.

the goals toward which they strive, the functions of the public library can be precisely defined.

When a program is acceptable or justifiable on the basis of its benefits to the society which is paying for it, it is likely to be funded. The acceptance or rejection of a program of goals represents the highest level of decision-making, and should be done by society as a whole, or by those individuals who are granted the authority to make representative decisions for the members of that society. The goals should be stated in such a way as to define societal benefits that can be either accepted or rejected by the society.

After a goal has been accepted by a society (or its representatives), the implementation of the goal may be delegated. The accomplishment of the goal may be the outcome of multiple activities, but each activity should be justifiable in terms of the ultimate goal.

To link an obscure activity to a broad goal, an intermediate step (or steps) may be needed. In fact, a hierarchy of developmental stages is frequently needed. For example, it may be extremely difficult for a person who is not acquainted with library operation to understand how the preparation of a catalog card in a library can contribute to its ultimate societal goal of "...an enlightened citizenship and enriched personal lives." But when the intermediate stage is inserted as an objective contributing to the societal goal mentioned above, it is relatively easy to perceive the connection between the

preparation in a library of a card that is used to index and retrieve information and "...the provision and servicing of materials to aid the individual in the pursuit of education (formal and informal)," [1] provided that one is willing to accept the seemingly obvious notion that information is a necessary part of education, and that education in turn, is a contributing factor to the development of "an enlightened citizenship and enriched personal lives."

A precedent for the definition of broad, national or societal goals has been established in the Report of the President's Commission on National Goals.[2] Those goals that are considered particularly pertinent to this study are listed below,

1. THE INDIVIDUAL

> The status of the individual must remain our primary concern. All our institutions--political, social, and economic--must further enhance the dignity of the citizen, promote the maximum development of his capabilities, stimulate their responsible exercise, and widen the range and effectiveness of opportunities for individual choice.

4. EDUCATION

> The development of the individual and the nation demand that education at every level and in every discipline be strengthened and its effectiveness enhanced.

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[1]This quotation is taken from the questionnaire. It was Objective B on Form A of the survey.

[2]U.S. President's Commission on National Goals, Goals for Americans (New York: Columbia University, The American Assembly, 1960), p. 3, 6, 13.

New teaching techniques must continue to be developed. The increase in population and the growing complexity of the world add urgency.

Greater resources--private, corporate, municipal, state, and federal--must be mobilized. A higher proportion of the gross national product must be devoted to educational purposes. This is at once an investment in the individual, in the democratic process, in the growth of the economy, and in the stature of the United States.

10. LIVING CONDITIONS

We must remedy slum conditions, reverse the process of decay in the larger cities, and relieve the necessity for low-income and minority groups to concentrate there.

We should also seek solutions for haphazard suburban growth, and provide an equitable sharing of the cost of public services between central cities and suburbs. In many parts of the country, the goal should be a regional pattern which provides for a number of urban centers, each with its own industries, its own educational, cultural and recreational institutions, and a balanced population of various income levels and backgrounds. The needs of a growing population for parks and recreation must be met.

An examination of goals 1, 4, and 10 provides a convenient rationale for the goals professed by the majority of the public libraries surveyed. In Goal 1. THE INDIVIDUAL,[1] for example, appear the phrases "...further enhance the dignity of the citizen, promote the maximum development of his capabilities..." Similarly, Goal A of the survey instrument claims that the goal of the library is "...to promote, through guidance and stimulation, an enlightened

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[1] Ibid.

citizenship and enriched personal lives. Ninety-four per cent of the responding libraries indicated that this was one of their goals.

Goal 4, EDUCATION,[1] states, "The development of the individual and the nation demand that education at every level and in every discipline be strengthened and its effectiveness enhanced..." Goal C of the questionnaire is "to provide opportunity and encouragement for children, young people, men, and women to educate themselves continuously." This goal was accepted by 90% of the responding libraries in the survey.

As a final example of the similarity between the Goals for Americans and the goals expressed by the surveyed libraries, Goal 10, LIVING CONDITIONS,[2] contains the statement that "...the goal should be a regional pattern which provides for a number of urban centers, each with its own industries, its own educational,cultural,and recreational institutions...." Each of the three Goals--A, B, and C--professed by the majority of the respondents contains elements of educational, cultural, and recreational enrichment. The means of contributing toward the accomplishment of those goals are stated in the form of objectives and activities.

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[1] Ibid.

[2] Ibid.

Objectives.

Objectives, for the purposes of this study, are described as "statements of realizable intentions." That is not to say that they are quantifiable in the sense that exact amounts of the materials or services identified by the objectives can be counted. Rather, the presence or absence of the designated services or materials may be observed. The degree to which they exist in relation to established (or imagined) needs remains a matter of subjective judgment, supported, hopefully, by the best available analytical and statistical data. A more comprehensive explanation of the reason for this liberal definition of objectives appears in the background study portion of this project, where an explanation of the relationship between analytical techniques and decision-making is presented.

Activities.

Activities are loosely defined here as those things which are done or provided for the accomplishment of goals. Activities may take the form of materials or services that are provided with the intention of contributing to the realization of stated objectives.

Summary.

In summary, this study proposes to work with a hierarchy of

elements which may logically be factors contributing to the stated goals of the libraries. The classification sought is one of benefits provided and services rendered. This rationale is contrasted to the philosophy underlying the object or line-item budget, where resources are allocated for the provision of things or personnel without mention of the objectives to be accomplished by the provision of those objects. The elements of the proposed hierarchy are (1) goals, (2) objectives, and (3) activities. In the final preparation of a budget reflecting these elements, the objects, if required at all, would fall within the hierarchical position below activities.

II. THE STUDY

PPBS and Libraries

Public libraries were chosen for the application of PPBS principles because of their direct relationship to societal goals, Academic and school libraries, on the other hand, are indirectly related to societal goals; that is, their goals may be identical to those of the educational institutions of which they are a part. Their objectives will be contributory in nature with respect to the goals of the educational institution.

The original intent of this study was to include the development of cost-effectiveness analyses for librarianship, as specified in the report of the Committee for Economic Development. [1]

> Cost-benefit analyses provide the means for comparing the resources (costs) to be employed on a specific project with the results (dollar benefits) likely to be obtained from it. Cost-effectiveness analyses, on the other hand, are designed to measure the extent to which resources allocated to a specific objective under each of several alternatives actually contribute to accomplishing that objective, so that different ways of gaining the objective may be compared.

As the background study progressed, however, it became apparent

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[1]Committee for Economic Development, Budgeting for National Objectives, pp. 37-38.

that cost-benefit analysis could not be effected until the goals and objectives had been clearly established, and until more was known about the various methods of accomplishing those objectives. Thus, the emphasis of the study shifted to the identification of goals, objectives, and activities common to most medium and large public libraries and the subsequent problem of relating them to the hierarchy that is characteristic of the Planning, Programming, Budgeting System.

The purposes of the survey were to (1) verify that the goals and objectives reported in the literature are in fact those that are accepted by the libraries, or (2) to establish what the commonly-accepted goals and objectives of public libraries are, in the event that they are not essentially the same as those reported in the literature. The results of the survey were then to be used as the basis for the subjective analysis attempting to discover how libraries might initiate a Planning, Programming, Budgeting System, the first step of which is the establishment of goals and objectives.

Procedure

Step 1.

A background study encompassing what is known about public library objectives and the evolution of PPBS in relation to government agencies was conducted. A selected bibliography of materials explored appears in this paper.

Step 2.

A tentative formulation of a means of relating the PPBS to library management was accomplished on the basis of the background study. The result was the development of a survey instrument for the identification of goals, objectives, and activities. The content of the survey instrument was appropriated from the literature of librarianship with as little modification as possible. The instrument appears in the appendix as Form A. Specific quotations appearing in the instrument are credited to Bryan[1] and to Minimum Standards for Public Library Systems, [2] and Personnel Organization and Procedure. [3]

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[1]The broad goals are quoted from Bryan, Alice I, The Public Librarian (New York: Columbia University Press, 1952), p. 5.

[2]The objectives were adapted, with as little modification as possible, from American Library Association, Minimum Standards for Public Library Systems, 1966 (Chicago: ALA, 1967), p. 9, 27, and 28.

[3]Some objectives were adapted from American Library Association, Personnel Organization and Procedure, 2d ed. (Chicago: ALA, 1968), p. 7.

Step 3.

A second survey instrument was developed to be sent to a control group. It was thought that the original survey instrument[1] might tend to bias the responses to its elements, as it contained choices of goals, objectives, and activities that were taken from current library literature; a librarian receiving it conceivably could be influenced to "choose" all of the goals, objectives, and activities therein, thinking that they were necessary elements of a good library program.

An effort was made to counteract such a tendency through the insertion of the following paragraph in the cover letter.

> One final comment! The goals (broad, philosophical aspirations) and objectives (statements of realizable intentions) included in the questionnaire have been selected from the literature with as little modification as possible. They are not intended to represent the ideal situation for your library, so please mark them (or omit them) as they apply to your situation. A copy of your written objectives would also be appreciated, but is not necessary for the completion of the study.

In an attempt to evaluate the extent of the bias, the second survey instrument (Form B) requesting statements of goals, objectives, and activities was sent to a control group selected randomly from the libraries to be surveyed. A sample of Form B appears in Appendix II.

Step 4.

The survey instruments were submitted to the project advisors

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[1]This instrument appears as Form A in Appendix I.

and to the Advanced Seminar in Librarianship for scrutiny and comments. It was then revised on the basis of the excellent critical comments received from those sources.

Step 5.

A workable sample of public libraries to be surveyed was drawn from the American Library Directory.[1] The basis for selection was (1) location in the Lake Michigan geographical area: Michigan, Indiana, Illinois, and Wisconsin; and (2) provision of services to a population of over 20,000 persons, as indicated in the Directory.

Those criteria resulted in a listing of 135 public libraries. The envelopes were addressed and the control group was selected randomly from the shuffled package of addressed envelopes.

Step 6.

The survey instruments to both groups were mailed with a cover letter containing completion directions and a request to respond by a given date. A copy of the enclosures is included in the appendix.

Step 7.

Follow-up post cards were sent to those libraries which had not responded within three weeks. The original intent was to allow two

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[1]American Library Directory, 1968-1969 (New York: Bowker, 1968), pp. 199-270, 391-421, 885-903.

weeks for return of the survey instruments, but the mail strike occurred immediately after the instruments were sent. Thus, an extra week was allowed for the response.

Step 8.

The returned survey instruments were tallied and analyzed in terms of (1) most frequently accepted goals, objectives, and activities, and (2) position of the responses in the established hierarchy of goals, objectives, and activities. Graphs and tables depicting responses and a logical analysis of those responses in relation to the definitions of goals, objectives, and activities appear in the analysis section of this report.

Step 9.

A report of the total project was prepared for submission to the advisory committee.

Step 10.

The final form of the project, including conclusions and suggestions for further research, was submitted to the appropriate persons.

Step 11.

An abstract of the project was prepared, duplicated, and mailed to the survey participants who had indicated a desire to receive one.

The Analysis

Introduction.

The analysis of the survey data was directed toward (1) the identification of those goals, objectives, and activities that are commonly accepted by medium and large public libraries, and (2) the placement of responses, through a logical examination, within the appropriate hierarchical category --goal, objective, or activity-- as defined in the "Library Goals and Objectives" section of the study.

To minimize the quantity of repetition in reporting the findings, the analysis section is prefaced by the following categorical definition summary. Therefore, some of the data being examined will be categorized as goals, objectives, or activities in accordance with the rationale set forth in Definition 1, Definition 2, or Definition 3.

> Definition 1. This statement represents a condition which is very flexible and not necessarily attainable. It is a desirable condition, that is, it is generally accepted as being beneficial to society; thus it may be considered a societal goal. [1]
>
> Definition 2. This statement fits best in the intermediate, or objective range, because it represents a level of operation that can be shown to exist to some degree, and that logically contributes directly to the attainment of the societal goals.

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[1]This definition is derived largely from the President's Commission on National Goals. Goals for Americans (New York: Columbia University, The American Assembly 1960), p. 123.

> Definition 3. This statement fits best in the activity or support range because its direct contribution to the realization of the broad societal goals is not immediately apparent; however, when it is viewed in terms of its contribution to the accomplishment of an objective which in turn directly affects the accomplishment of goals, it can be linked to the total program.

Control Group.

Many of the data returned by the control group were discovered to lack consistency of placement within the hierarchical framework developed for the purposes of this study. As has been noted earlier, that was presumably a result of insufficient definition of the terminology in the instructions that accompanied the survey instrument. It is important to note, however, that the directions were kept to a minimum to reduce the possibility of biasing the responses.

Viewed in its entirety, the compilation of the control group's responses reveals enough similarity in content to the main survey group to justify the use of the main group's data as a basis for the analysis. That is, the responses of the main survey group can be generalized to be representative of all the libraries surveyed.

Of the thirty survey instruments sent to the control group, thirteen were returned, representing a response of approximately forty-three percent. Part V contains a comparison of typical control group responses to the goals and objectives of the main sur-

vey group. There are parenthetical statements categorizing those responses that could not be related to the main survey instrument.

Main survey group.

Of the one hundred five survey instruments sent to the main survey group, fifty-five were returned, representing a response of approximately fifty-two per cent. An interesting observation is that only 27.3% of the respondents indicated that they aspired to goals other than the three that were listed on the survey instrument.

Following is a verbal and quantitative presentation of the data gathered from the returned survey instruments. In those instances where goals were listed under "Other" on the survey instrument, they are followed by a parenthetical reference relating them to some portion of the survey instrument. The terms "Definition 1, 2, or 3," refer to the definitions of goals, objectives and activities that were presented earlier in the "Analysis" section. The terms "Objective A, B, etc.," refer to the objectives that were presented on Form A of the survey instrument. Both survey instruments are found in the appendix.

Part I--Compilation of the most commonly-accepted goals of public libraries in ranked order.

A. "...to assemble, preserve, and administer books and related

educational materials in organized collections to promote, through guidance and stimulation, an enlightened citizenship and enriched personal lives." (94%)

B. "...to serve the community as a general center of reliable information." (94%)

C. "...to provide opportunity and encouragement for children, young people, men and women to educate themselves continuously." (90%)

Part II--Other goals mentioned once, with suggested relationships to the established hierarchy of goals, objectives, and activities.

"Support, through collections, civic, cultural, educational groups." (Definition 2.)

"Lead the library community in the development of cooperative arrangements." (Definition 3, supporting Objective A.)

"Encourage wholesome recreation." (An objective which should be supported by activities intended to accomplish it.)

"Encourage constructive use of leisure time." (Similar to Objective C.)

"Facilitate informal self-education," (Similar to Objective B.)

"Enrich formal education." (Similar to Objective B.)

"Provide cultural activities to the community." (Definition 2, an objective which should be accompanied by activities intended to support it.)

"Provide materials on both sides of issues." (Similar to Objective A.)

"Provide recreational materials for the community." (An objective which should be supported by activities intended to accomplish it.)

"Provide opportunity and encouragement for users at all levels of

educational and cultural development." (Similar to Objective B.)

"Preserve and make available printed materials on local history and by local authors." (May be interpreted as an objective in support of Goal A.)

"To provide a cultural center for the citizens of ... and ... ." (An objective, Definition 2.)

"...the collection, storage, organization, retrieval and transfer of recorded information and ideas selected to meet the needs and interests of the individuals, groups, and organizations of ..., and for providing services requiring the use of such records..." (The scope of this statement meets the criteria of a goal, but it would be better if a statement were included--rather than implied--linking those benefits to societal goals, i.e., " to promote an enlightened citizenship," or, in some way to promote the social well-being of the people.)

"To provide recreational reading materials for the community." (Definition 3: an activity which might support Objective C. This differs in specificity from an earlier statement which was considered an objective because the former merely mentioned the provision of recreational materials. That objective might be accomplished in many ways, one of which could be this activity--the provision of recreational reading materials.)

"To aid college students and the business community." (Definition 2: similar to Objective M.)

"To increase our income." ("Our" is interpreted to mean the library's income, in which case a statement is needed relating increased library income to the accomplishment of specific objectives leading to societal benefits.)

"To expand our collections." (Definition 3: the assumption is that the expanded collection is desired to better accomplish objectives such as A, B, and/or C.)

"To extend our service." (It is necessary to indicate what services are to be extended for the accomplishment of specified goals and/or objectives.)

"To simplify our methods." (This may be a legitimate objective,

and may fall within the realm of organization maintenance, which is necessary for the accomplishment of any of the goals. It requires greater elaboration.)

"To install program budgeting." (This is probably an objective related to organization maintenance, but greater clarification is needed to relate it to the accomplishment of goals.)

"To provide recreational reading and related materials." (Definition 3: an activity which might support Objective C.)

"To aid and supplement formal education programs of schools and colleges." (Similar to Objective B, indirectly.)

"To provide the varied resources to reflect all points of view in today's complex society without endorsing or singling out one view or clientele." (This is an activity that could well support Objectives A, B, C, D, and others.)

"To provide bibliographic access to informational resources wherever they exist." (Definition 2. This is a means of serving the community "as a general center of reliable information.")

"To provide interpretation of textual content of subject materials." (This may be a form of guidance-Goal A- but needs further clarification.)

Part III--The most commonly - accepted objectives of public libraries in ranked order.

B. The provision and servicing of materials to aid the individual in the pursuit of education (formal and informal). (96%)

A. The provision and servicing of materials to aid the individual in the pursuit of information. (95%)

C. The provision and servicing of materials to aid the individual in the constructive use of leisure time. (94%)

E. The provision of activities to guide the child toward an awareness of books and a love of reading as a means of satisfying his mental, emotional, and activity interests. (93%)

D. The provision of services and materials contributing toward the development of the individual as a citizen. (90%)

H. The provision of programs of assistance to civic, cultural, and educational organizations. (76%)

G. The provision of programs to stimulate the use and interpretation of materials. (71%)

M. The provision of materials and activities to serve local business and industry.

F. The provision of programs to remove ignorance, intolerance, and indifference. (71%)

J. The provision of activities that involve parents and that are beneficial to children. (60%)

I. The provision of programs to encourage the communication of ideas. (58%)

L. The provision of activities to support community agencies. (55%)

K. The provision of a program to identify the library needs of the public and to provide services to meet those needs. (53%)

Part IV--Other objectives mentioned once, with suggested relationships to the established hierarchy of goals, objectives, and activities.

"The provision of a weekly column in local newspapers containing book reviews and other items of interest." (Definition 3: an activity supporting Objectives D, E, G, and I.)

"Provide directional brochures which help people use the services." (Definition 3: an activity supporting Objectives A, B, C, D, and G.)

"Provide materials and develop activities which promote the use of the facilities." (This is a possible interpretation of Objective G, provided that "facilities" includes "materials" which are considered to be a part of the educational process.)

"Develop meetings and other opportunities leading toward inter-library cooperation." (Definition 3: an activity aimed at better accomplishing Objectives A, B, C, and D: the provision of materials.)

"Special services to the handicapped, homebound, hospitalized, or elderly." (This is a possible interpretation of Objective K, since it is assumed that a large public library would have handicapped persons within its service area.)

"Special collections and service to the young adult with a professional young adult librarian." (This could be an interpretation of Objective K or an activity under it, since it specifies both the general material and service to be offered and the means of accomplishing it.)

"Bookmobiles to serve outlying areas of the county." (Definition 3: an activity used as a means of accomplishing objectives A, B, C, D, and E.)

"Provision of free concerts in the library." (Definition 3: an activity, presumably to aid in the accomplishment of Objective D.)

"Provide black history materials and contributions." (This is, presumably, an activity following the identification of needs, Objective K.)

"Provide public library services specifically geared to the needs of secondary students." (Definition 2: an objective.)

"Collect and preserve material of local interest." (An activity, probably based upon special needs identified under Objective K.)

Part V--A Comparison of Typical Control Group Responses to the Goals and Objectives of the Main Survey Instrument, Form A.

I. Broad Goals

A. "to assemble, preserve, and administer books and related educational materials in organized collections to promote

through guidance and stimulation, an enlightened citizenship and enriched personal lives."

Control group response: "To assemble, preserve and administer, in organized collections, books and related educational and recreational material in order to promote through guidance and stimulation the communication of ideas, and enlightened citizenship."

B. "to serve the community as a general center of reliable information."

Control group response: "To serve all members of the community as a reliable source of information."

C. "to provide opportunity and encouragement for children, young people, men, and women to educate themselves continuously."

Control group response: "To assist people to educate themselves continually."

II. Objectives

A. "The provision and servicing of materials to aid the individual in the pursuit of information."

Control group response: "High quality book collection of circulating and reference materials on all subjects for all ages."

B. "The provision and servicing of materials to aid the individual in the pursuit of education (formal and informal)."

Control group response: "To furnish all reference and research material, both book and periodical, of an educational nature for Community College students and faculty, extension students, those local students attending other colleges and universities, local teachers, and junior and senior high school students."

"...to extend its services to those adults who are endeavoring to continue their education on an informal basis."

C. "The provision and servicing of materials to aid the individual

in the constructive use of leisure time."

Control group response: "To assist people to use leisure time to promote personal and social well-being."

D. "The provision of services and materials contributing toward the development of the individual as a citizen."

Control group response: "To foster the individual's development and his ability to participate in society..."

E. "The provision of activities to guide the child toward an awareness of books and a love of reading as a means of satisfying his mental, emotional, and activity interests."

Control group response: There was no response that could be specifically related to this objective; some activities implied that there was an attempt to provide activities for children.

F. "The provision of programs to remove ignorance, intolerance, and indifference."

Control group response: "Provide an atmosphere in the library conducive to study and the pursuit of knowledge to all residents of _____."

G. "The provision of programs to stimulate the use and interpretation of materials."

Control group response: "To assist people to appreciate and enjoy the works of art and literature."

H. "The provision of programs of assistance to civic, cultural, and educational organizations."

Control group response: "Organizing and providing materials for reading clubs and adult education groups in the community."

I. "The provision of programs to encourage the communication of ideas."

Control group response: "Provision of story hours, film programs, discussion groups, etc."

J. "The provision of activities that involve parents and that are beneficial to children."

Control group response: There was no response that could be specifically related to this objective.

K. "The provision of a program to identify the library needs of the public and to provide services to meet those needs."

Control group response: "To support education, civic, and cultural activities of groups and organizations and to seek continually to identify community needs and to provide programs of service to meet them."

L. "The provision of activities to support community agencies."

Control group response: "Assist and cooperate with agencies and organizations in implementing and developing programs."

M. "Provision of materials and activities to serve local business and industry."

Control group response: "The creating of a separate business and technical section to more adequately serve business, industry, and labor."

N. Other[1]

"Provision for inter-library loan and referral of materials and provision for centralized storage of little used materials, etc." (Inter-library cooperation.)

"Provision for coordinated acquisition of materials." (Inter-library cooperation.)

"Cooperation with other libraries and institutions. (Inter-library cooperation.)

"To supplement the resources of the various school libraries." (Inter-library cooperation.)

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[1]A few of the control group responses could not be readily related to the goals and objectives listed on Form A. Those responses are compiled here. Several additional categories, as indicated by the parenthetical comments, emerge from this compilation.

"Get benefits of a system library." (Inter-library cooperation.)

"Provide a professionally trained Executive Librarian who has the ability to competently direct the operation of the library and provide leadership to the community in matters related to library service." (Staffing.)

"Provide an adequate staff and administrative programs for the use and circulation of library materials." (Staffing.)

"To assist the staff and trustees to achieve the peak in knowledge and skills necessary to provide superior library service." (Staffing.)

"Staff training and development." (Staffing.)

"Provision of advisory assistance to members of the library system concerning administration, acquisition, extension of services, staff development, etc." (Staffing.)

"Education and training programs for staff and board members of member libraries." (Staffing.)

"To create good public relations." (Public relations.)

"To create a different public image." (Public relations.)

"Public information and orientation services." (Public relations.)

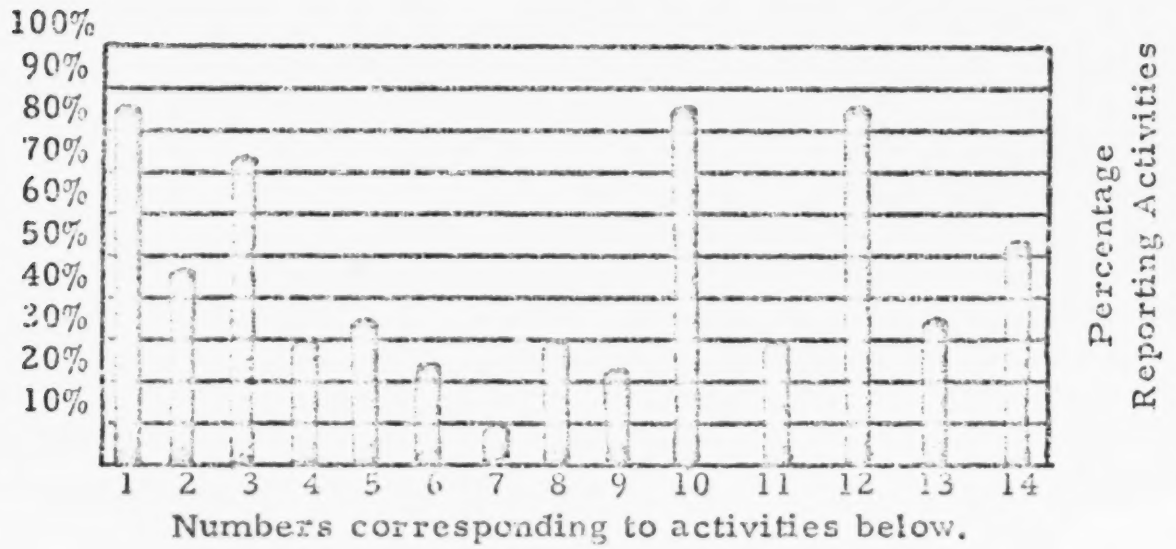
Part VI--A graphic compilation of activities supporting stated objectives.

The following graphs are provided to report in a concise manner the relationships between objectives and activities which emerged from an examination of the survey data. Following each graph are activities which were supplied by the surveyed libraries in addition to those proposed by the survey instrument.

Graphs

Objective A. The provision and servicing of materials to aid the individual in the pursuit of information.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

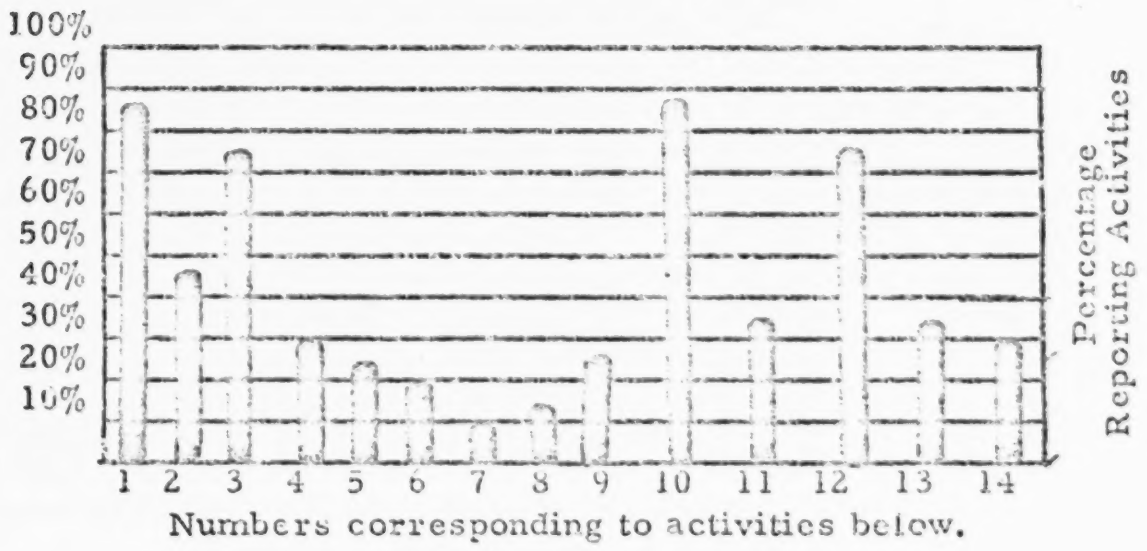
"Provision of films for individual and group use."

"Produce radio and television programs."

"Issue regular publications."

Objective B. The provision and servicing of materials to aid the individual in the pursuit of education (formal and informal).

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



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12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Book lists."

"Supplying materials for students that cannot be adequately and conveniently provided by institutions of formal instruction."

"Special collections to schools."

"Provision of curriculum-related materials in cooperation with the university to support extension classes."

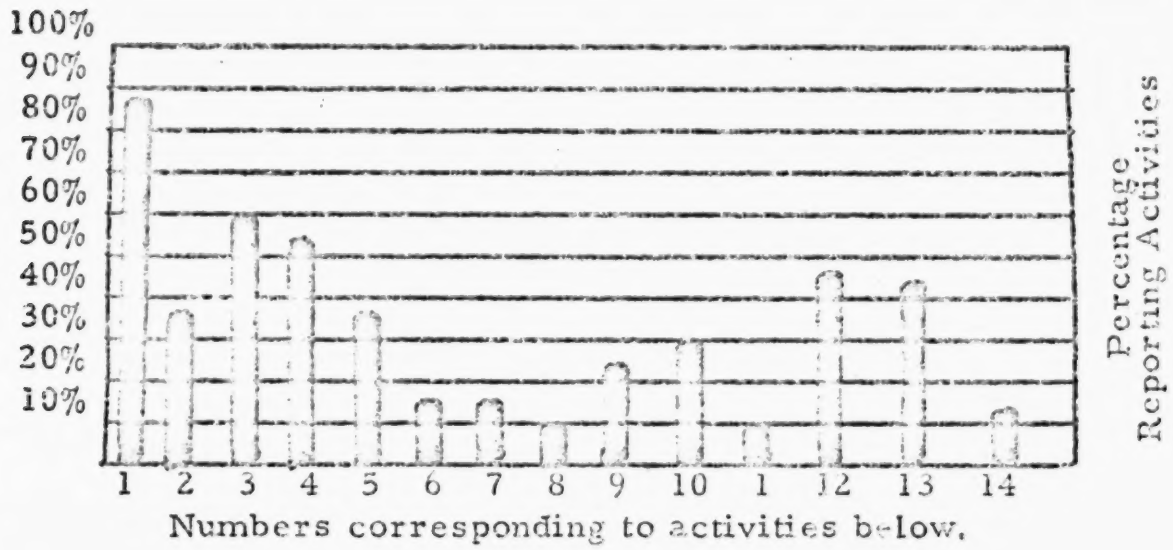
"Adult education programs."

"Discussion groups."

"Produce radio and television programs."

"Issue regular publications."

Objective C. The provision and servicing of materials to aid the individual in the constructive use of leisure time.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



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13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Keep current' on latest books, hobbies, music, records, films, art prints, talking books."

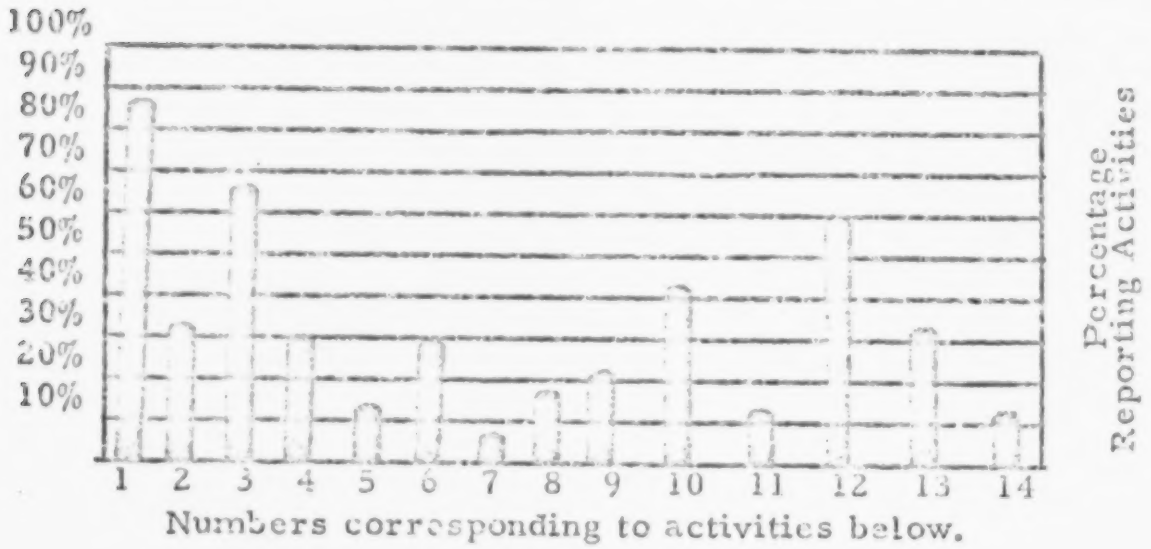
"Provide materials for discussion groups (great books, etc), and related materials to activities of all kinds."

"Workshops, exhibits, book lists."

"Produce radio and television programs."

"Issue regular publications."

Objective D. The provision of services and materials contributing toward the development of the individual as a citizen.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



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11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Great books groups, book lists."

"Programs on topics of current interest and concern."

"Cooperative activities with League of Women Voters."

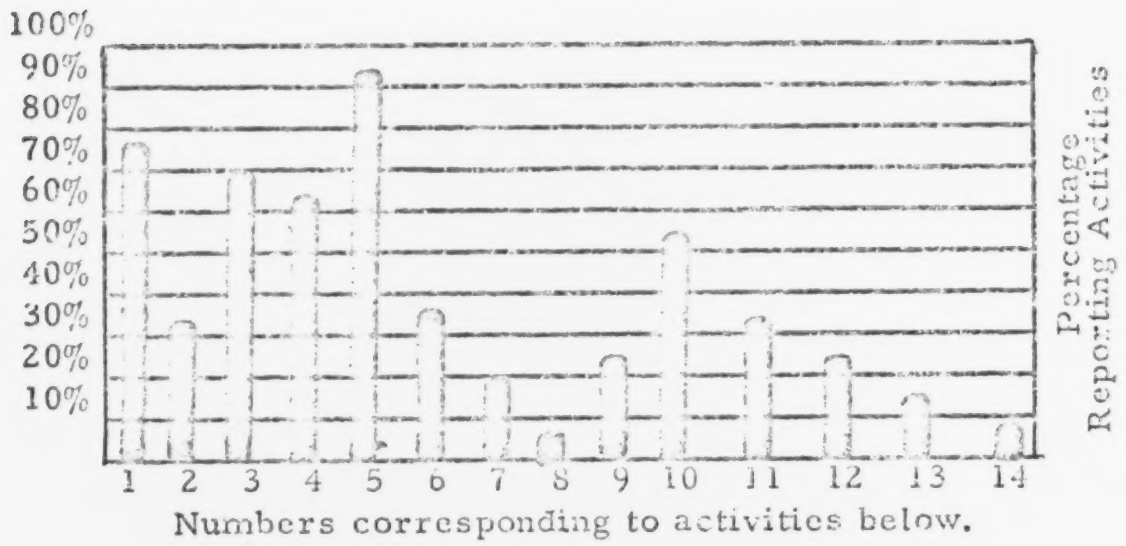
"Freedom shrine installed in the library by the Local Exchange Club."

"Produce radio and television programs."

"Issue regular publications."

Objective E. The provision of activities to guide the child toward an awareness of books and a love of reading as a means of satisfying his mental, emotional, and activity interests.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



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12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Offers to be helpful,' conducts story hour and summer reading program; allows teachers to check out books for classroom use."

"Book caravan through depressed areas; study centers, book fairs."

"Summer reading club."

"Library visits and tours."

"Book lists."

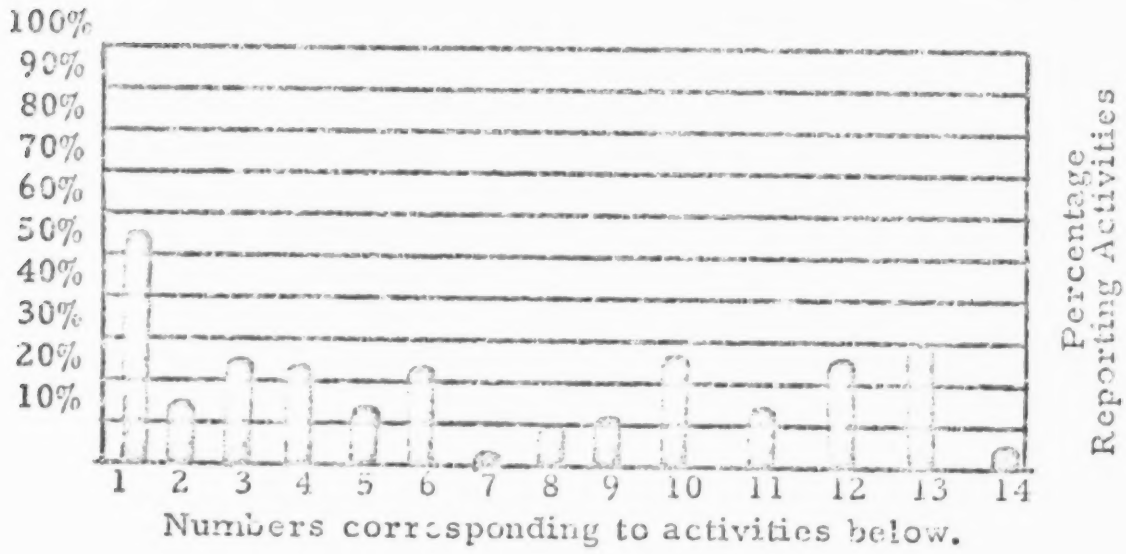
"Conduct an annual summer reading program."

"Displays."

"Produce radio and television programs."

"Issue regular publications."

Objective F. The provision of programs to remove ignorance, intolerance, and indifference.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



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12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Welcome atmosphere."

"Newspaper publicity."

"Great books groups."

"Book lists."

"Bibliographic service to interested groups."

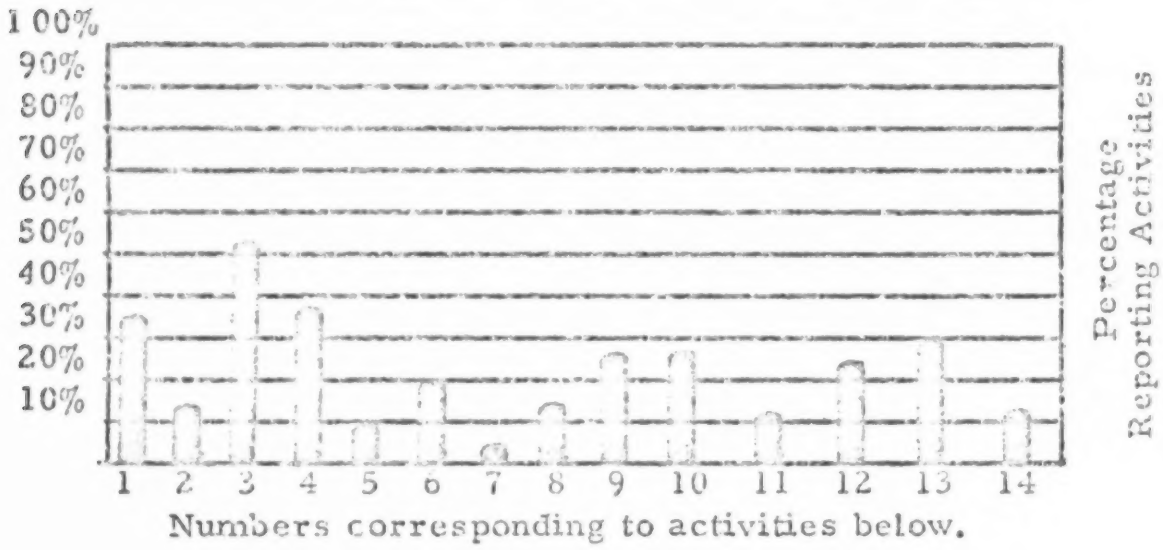
"Produce radio and television programs."

"Issue regular publications."

"No space in this 1902 library for programs."

Objective G. The provision of programs to stimulate the use and interpretation of materials.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



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12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Workshops."

"Book lists."

"Tours."

"Library use lessons."

"Discussion groups."

"Display cases."

"Annual exhibit in down-town store window."

"Group visits to library."

"Class instruction in library use."

"Conduct a vigorous program of public relations."

"Radio & TV programs."

"Exhibits."

"Instruction in use of the library's resources."

"Summer reading club."

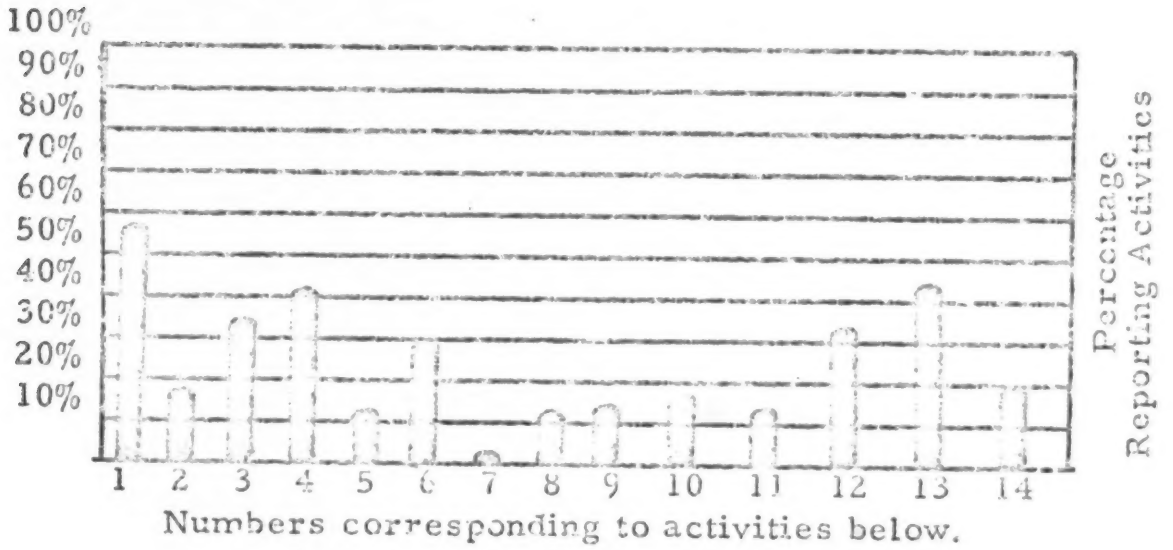
"No space."

"Produce radio and television programs."

"Issue regular publications."

Objective H. The provision of programs of assistance to civic, cultural, and educational organizations.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



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11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Display art materials for schools and for the art club."

"Displays, exhibits, meeting facilities."

"Exhibits, book lists."

"Provide meeting space."

"Provide special collections."

"Bibliographic services."

"Provide A-V equipment."

"Summer reading club."

"Planetarium programs."

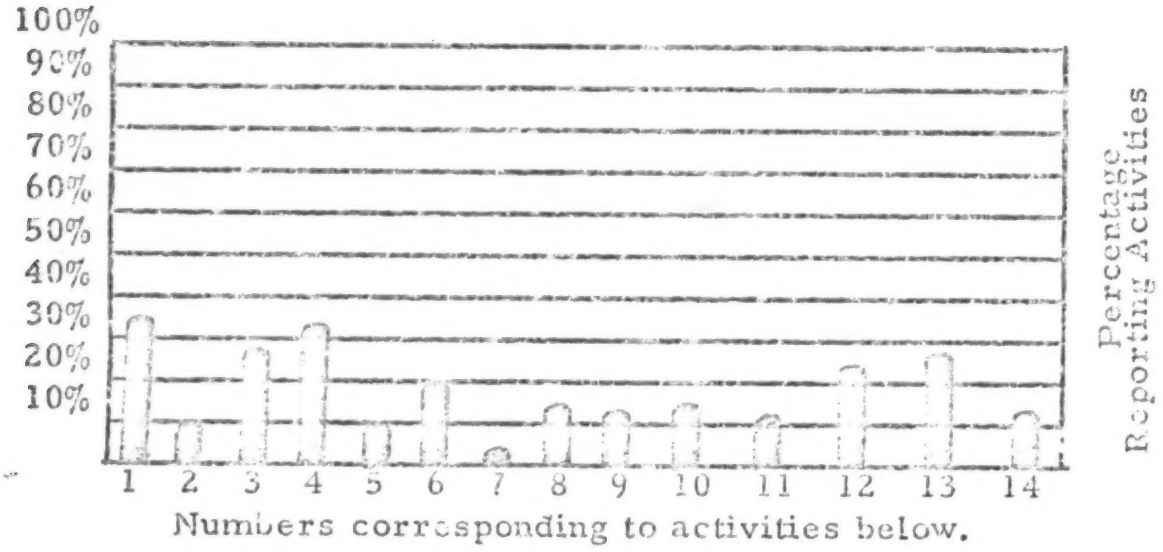
"Provide events calendars."

"Provide special files."

"No space."

Objective I. The provision of programs to encourage the communication of ideas.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



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12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Great books groups."

"Discussion groups."

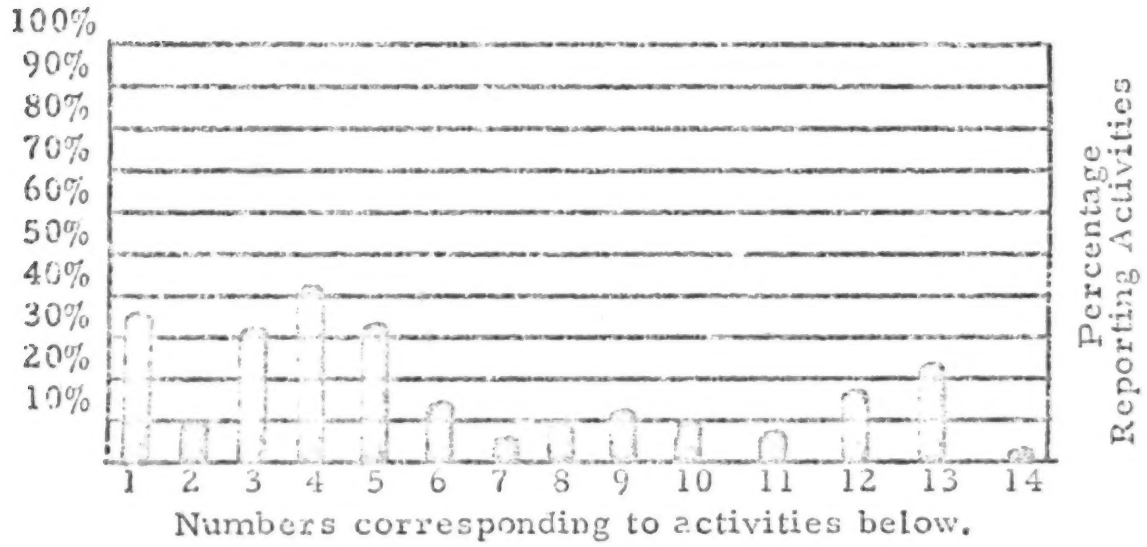
"Produce radio and television programs."

"Issue regular publications."

"No space."

Objective J. The provision of activities that involve parents and that are beneficial to children.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



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12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Group discussions with parents on use and values of story hours, etc."

"No parents - just children and teachers."

"Saturday story hour."

"Summer reading program."

"Programs for parents & children at same time."

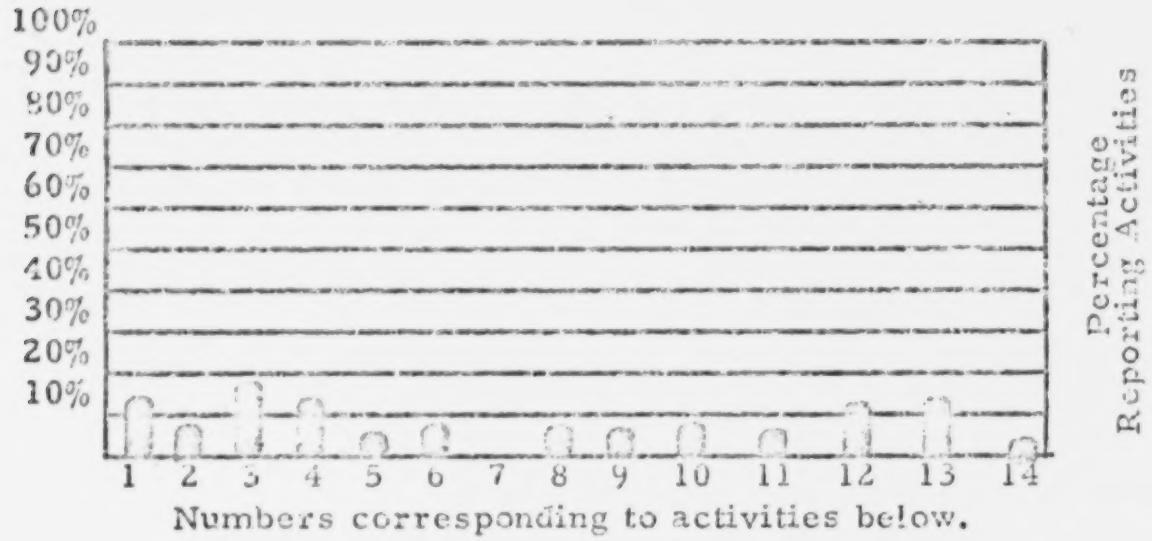
"Provide summer reading program."

"Pre-school story hours."

"Sesame Street tie-ins."

Objective K. The provision of a program to identify the library needs of the public and to provide services to meet those needs.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



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11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Staff meetings."

"Daily service logs."

"Unsatisfied requests log."

"Surveys."

"Talking books service."

"Through librarian contacts--formal & informal--with groups."

"Long-range planning."

"Title II Institute dealing with "deprived" citizens and the services they need."

"Surveys."

"Questions (informal)."

"Provision of meeting room with kitchen & A-V equipment."

"Summer reading club."

"Provide means of feedback channels from the public."

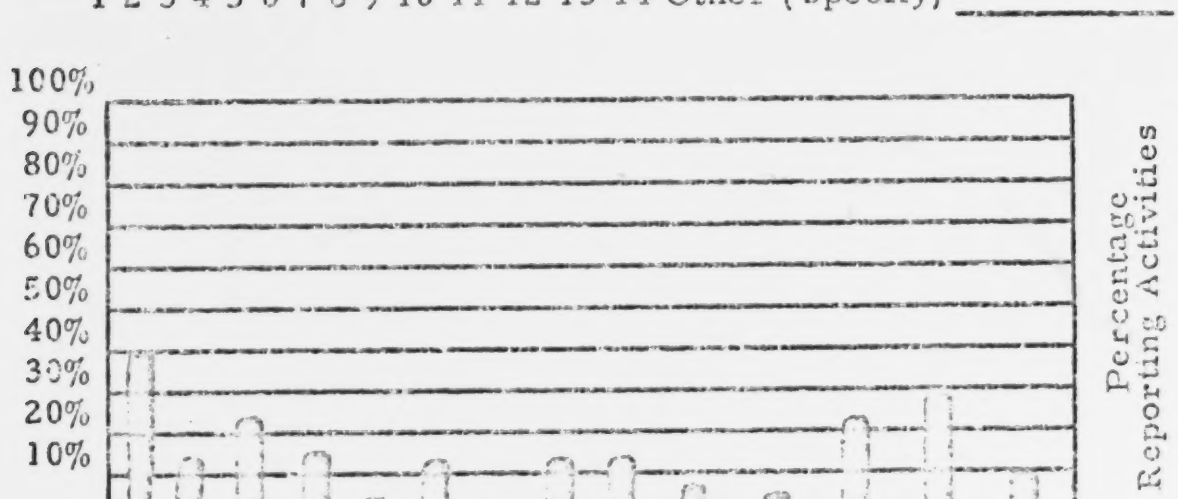
"Questionnaires."

"Publicity programs."

"Public relations program."

Objective L. The provision of activities to support community agencies.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



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11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Welcome local exhibits, such as Red Cross."

"Membership of library administrative staff in community agencies and committees."

"Library participates in the activities of many agencies."

"Provide special collection for urban planners."

"Provide materials for CAP."

"Provide a collection for volunteer firemen."

"Provide meeting room."

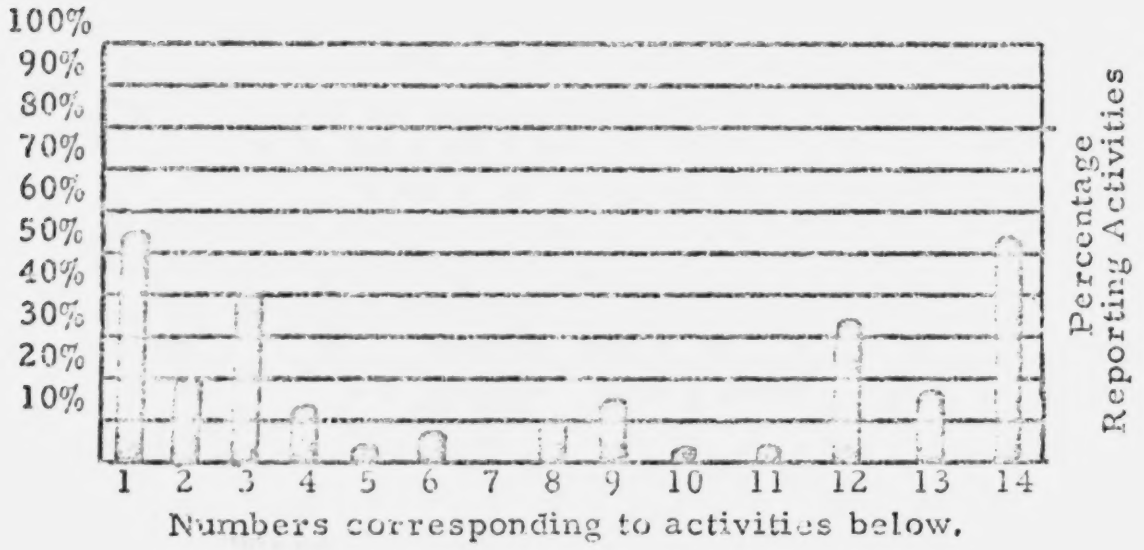
"Provide library display cases."

"Publicity programs."

"Displays."

Objective M. Provision of materials and activities to serve local business and industry.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____



1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Other:

"Book lists."

"Special business dept., activities."

"Close contact."

"Comprehensive collection in the library."

"Paperback collections housed in cafeterias of local factories."

Objective N. Other (Please write in)

"Provide directional brochures which help people use the services."

"Provide materials and develop activities which promote the use of the facilities."

"Develop meetings and other opportunities leading toward inter-library cooperation."

"Weekly column in local newspaper containing book reviews and other items of interest."

"Collect and preserve material of local interest."

"Provide museum services."
a. lectures
b. demonstrations
c. exhibits

"Provide Black history and contribution materials."

"Provide public library services specifically geared to needs of secondary students."
(No activities yet.)

"Provision of free concerts in the library."

"Special services to the handicapped, homebound, hospitalized, and elderly."

"Special collections and service to the young adult with a prof, YA librarian."

"Bookmobiles to serve outlying areas of the county."

III. CONCLUSIONS

Survey Results

The original hypothesis for the survey could not completely be supported by the data gathered. First, the notion that there would be little agreement as to the goals and objectives was completely inaccurate. As indicated by the analysis, there was virtually unanimous agreement as to the library's objectives, though they may have been identified by a different label, i.e. purposes, or goals.

Second, it was thought that some libraries would indicate that they were carrying on activities that were not guided by objectives. Following the analysis, this is still believed to be true, but is impossible to verify because of the lack of structure in reporting. For example, libraries may indicate that they carry on certain activities which could logically support what have been shown to be common library objectives but they have failed to indicate that the activities are in fact conducted with a specific objective in mind.

Third, the prediction that many of the objectives are not attainable through present programs appears to be false. The graphic representation of objectives and supporting activities reveals that a wide range of activities has been conducted for the accomplishment

of each objective. It is not implied here, however, that the objectives are actually being accomplished by the activities. Such a judgment can only follow a careful evaluation in each reporting library.

Finally, it was hypothesized that some libraries would report objectives and activities which would include the information necessary for the writing of measurable objectives. This could neither be verified nor disproved by the data. It is believed that a subsequent examination of each objective would reveal that there are supportive activities which could be satisfactorily quantified, but such a quantification is not within the scope of this study.

What Can Be Done?

Many objectives, standing alone, could be goals, and vice versa. Thus, it is necessary to establish a structure for their presentation beginning with the major goals and then arranging objectives and activities in such a manner as to illustrate their potential contribution to the whole.

In brief, a tight organization of program elements is needed to better clarify the contribution of each element to the total goals. That organization needs to be expressed in a manner that will be meaningful to the non-librarians who are concerned with societal

goals, but who are not necessarily oriented to the library's contribution to these goals. This project proposes that library goals and their supportive elements be carefully organized into a clearly-stated hierarchical pattern for submission to legislators or other decision-makers concerned with the allocation of funds to programs for the implementation of societal goals. It is expected that a careful systems analysis of the type associated with PPBS would be necessary to satisfactorily design such a hierarchy of goals, objectives, and activities. When or if techniques for measuring the effectiveness of the various objectives are developed, the proposed hierarchy will already consist of clearly-stated programs to which the measurement techniques can be applied.

One alternative to this approach is to allow persons who are not knowledgeable about the library's goals and objectives to devise cost-effectiveness measures for those things that can be recognized with a surface knowledge of librarianship: number of volumes (regardless of relevance), circulation, questions answered, and other readily-quantifiable activities. While these are essential elements of the library's purpose, there is a danger that they might be thought to represent the total purpose of the library. To do so would be a gross underestimation, as has been shown by the complexity of the stated goals and objectives.

Summary: Relationship of Library Objectives to PPBS

The Committee for Economic Development[1] indicated that the following are the components of a Planning, Programming, Budgeting System.

> Definition of the "program" in terms of the specific results or outputs desired,
> Identification of alternative methods,
> Comparison of costs between methods;
> Development of measures for appraising effectiveness in achieving desired results,
> Organization of information for continuous comparison of results with costs, and
> Facilitation of revision of plans and programs.

The original intent of this project was to include the development of cost-effectiveness measures for the major library objectives. However, the discovery of the complexity of the objectives and their subjective nature soon discouraged such an attempt; the immediate problem was seen to be the clarification of the objectives and the development of some meaningful means of presenting them. A structure was observed to be missing. PPBS requires a hierarchy of purposes and activities, with sub-activities contributing to the realization of the broad purposes (termed goals in this study). Thus, the hierarchy that has been related throughout this paper was

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[1]Committee for Economic Development, Budgeting for National Objectives, p. 34.

developed.

In essence, we have merely begun working on step one-- the definition of the program in terms of specific outputs, and on step two-- the identification of alternative methods. (The objectives and their supportive activities represent the alternative methods.) More study is needed to enable us to state our objectives more specifically, and to develop means of measuring our progress toward the accomplishment of those objectives. Only then will we be ready for a practicable cost-effectiveness analysis that will enable us scientifically to compare costs of alternative means of accomplishing our stated objectives. Meanwhile, it is strongly recommended that libraries adopt those aspects of a PPBS that are applicable to their situations, recognizing the necessity for the application of human judgment factors in the ultimate decision-making role. Systems analysis, operations research, simulation, and other information-producing techniques and procedures are seen as supportive elements for the final human decision.

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APPENDIX I

Department of Librarianship
Western Michigan University
Kalamazoo, Michigan 49001
March 10, 1970

Dear Colleague:

A penny for your thoughts!

Recent developments in federal government budgetary planning and their implications have motivated this study, which is being conducted under the auspices of the Department of Librarianship, Western Michigan University.

The purpose of the study is to determine which commonly accepted library objectives might be quantified in the fashion demanded by the government's Planning, Programming, Budgeting System (PPBS).

It is expected that a compilation of the results of this survey will yield a listing of the most commonly held objectives, and that the programs described for accomplishing the objectives will, after analysis, suggest means for defining library programs and objectives so as to meet the requirements of PPBS.

The incentives for attempting to comply with the PPBS techniques are (1) the possibility of increased federal support for libraries, and (2) the possibility of improving administrative procedures through critical self-study.

Please take a few minutes of your time to mark the accompanying questionnaire and return it by March 27, 1970.

Should you be interested in an abstract of the results, please indicate your desire at the top of the questionnaire when you return it, and a copy will be mailed to you at the completion of the project in June.

Thank you for your help.

Yours truly,

George E. Morey

Enclosures: Form A Survey Instrument
Directions
Envelope

FORM A

Name of Library_____ Population served_____

Name of respondent_____ Abstract desired?_____

The following lettered phrases are statements of goals and objectives selected from the literature with as little modification as possible. They are not intended to represent the ideal situation for your library, so please mark them (or omit them) as they apply to your situation.

I. BROAD GOALS (Philosophical aspirations); Please place an "X" before each statement which is a goal of your library.

___A. "to assemble, preserve, and administer books and related educational materials in organized collections to promote, through guidance and stimulation, an enlightened citizenship and enriched personal lives."

___B. "to serve the community as a general center of reliable information."

___C. "to provide opportunity and encouragement for children, young people, men, and women to educate themselves continuously."

___D. Other (please specify)_____

_____

_____

II. OBJECTIVES (Statements of realizable intentions) Please place an "X" before each statement which is an objective of your library. Then refer to the pink "Directions" sheet and mark the numbers as explained on that sheet.

___A. The provision and servicing of materials to aid the individual in the pursuit of information.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

_____

___B. The provision and servicing of materials to aid the individual in the pursuit of educational (formal and informal).
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___C. The provision and servicing of materials to aid the individual in the constructive use of leisure time.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___D. The provision of services and materials contributing toward the development of the individual as a citizen.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___E. The provision of activities to guide the child toward an awareness of books and a love of reading as a means of satisfying his mental, emotional, and activity interests.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___F. The provision of programs to remove ignorance, intolerance, and indifference.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___G. The provision of programs to stimulate the use and interpretation of materials.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___H. The provision of programs of assistance to civic, cultural, and educational organizations.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

___I. The provision of programs to encourage the communication of ideas.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

_____

___J. The provision of activities that involve parents and that are beneficial to children.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

_____

___K. The provision of a program to identify the library needs of the public and to provide services to meet those needs.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

_____

___L. The provision of activities to support community agencies.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

_____

___M. Provision of materials and activities to serve local business and industry.
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify) _____

_____

___N. Other (Please write in) _____

_____
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify)

_____

___O. Other (Please write in) _____

_____
1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify)

_____

___P. Other (Please write in) _____

_____

1 2 3 4 5 6 7 8 9 10 11 12 13 14 Other (specify)

_____

Please attach a copy of your library's written objectives if you have any available for distribution.

Directions: (Please detach and use with Part II)[1]

Following each statement in Part II is a sequence of numbers. The numbers correspond to the following statements:

1. Make available relevant collections.
2. Make available extensive collections.
3. Make available skilled individual guidance services.
4. Conduct book talks.
5. Conduct story hours.
6. Conduct film forums.
7. Conduct hobby groups.
8. Conduct institutes.
9. Conduct instructional sessions on various topics.
10. Provide reference service to students.
11. Provide bibliographic services to schools.
12. Provide advanced information service via inter-library lending.
13. Provide special programs for local community groups.
14. Provide special collections for local business and industry.

Please circle for each "X'ed" statement the number(s) which express your attempts to accomplish that objective.

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[1]This form was printed for the survey on a pink sheet.

APPENDIX II

Department of Librarianship
Western Michigan University
Kalamazoo, Michigan
March 10, 1970

Dear Colleague:

A penny for your thoughts!

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The purpose of the study is to determine which commonly accepted library objectives might be quantified in the fashion demanded by the government's Planning, Programming, Budgeting System (PPBS).

It is expected that the study will yield a listing of the most commonly held objectives and that the programs described for accomplishing those objectives will, after analysis, suggest means for defining library programs and objectives so as to meet the requirements of PPBS.

The incentives for attempting to comply with the PPBS techniques are (1) the possibility of increased federal support for libraries, and (2) the possibility of improving administrative procedures through critical self-study.

Should you be interested in an abstract of the results, please indicate your desire at the top of the survey form when you return it, and a copy will be mailed to you at the completion of the project in June. Please return this form by March 27, 1970.

Thank you for your help.

Yours truly,

George E. Morey

Enclosures: Form B Survey Instrument
Envelope

FORM B

Name of Library_____Population served_____

Name of respondent_____Abstract desired?_____

DIRECTIONS:

Please list your library's main goals (broad, philosophical aspirations) and objectives (statements of realizable intentions) in the appropriate spaces below. Beneath each statement of an objective, describe briefly the programs or activities your library provides for the realization of that particular objective.

GOALS

Goal 1. _____

_____

_____

_____

Goal 2. _____

_____

_____

_____

Goal 3. _____

_____

_____

_____

OBJECTIVES

Objective 1. _____

_____

_____

(List below the activities and programs you provide which are aimed at the accomplishment of objective 1.)

Objective 2. _____

_____

_____

(List below the activities and programs you provide which are aimed at the accomplishment of objective 2.)

Objective 3. _____

_____

_____

(List below the activities and programs you provide which are aimed at the accomplishment of objective 3.

Objective 4. _____

_____

_____

(List below the activities and programs you provide which are aimed at the accomplishment of objective 4.)

Please add as many objective/activity combinations as you wish. If you have copies of your library's objectives available for distribution, please include a copy when you return the form.